

DREF operation final report



International Federation
of Red Cross and Red Crescent Societies

Maldives: Dengue Outbreak

DREF operation n° MDRMV001
GLIDE n° EP-2011-000078-MDV
13 December 2011

The International Federation of Red Cross and Red Crescent (IFRC) Disaster Relief Emergency Fund (DREF) is a source of un-earmarked money created by the Federation in 1985 to ensure that immediate financial support is available for Red Cross Red Crescent response to emergencies. The DREF is a vital part of the International Federation's disaster response system and increases the ability of National Societies to respond to disasters.

Summary: CHF 42,600 was allocated from the International Federation of Red Cross and Red Crescent Societies' (IFRC) Disaster Relief Emergency Fund (DREF) on 1 July 2011 to support the Maldivian Red Crescent (MRC) in the conduct of risk communication/disease prevention and vector control activities in 190 island communities in support of the national response to the dengue outbreak.

Working closely with the ministries of health and education, MRC took the lead role in efforts to prevent the further spread of the outbreak through public awareness and information campaigns in all 190 communities and in

schools, as well as through broadcast media (TV). It also carried out vector control activities through clean up campaigns in some island communities severely or moderately-affected by the dengue outbreak. Although MRC is a fairly new national society, widespread community acceptance has been found in all communities as MRC has received positive support from all Atoll and island councils in carrying out different tasks. Implementation of the operation began on 1 July, and was completed on 30 September 2011.

The Canadian Red Cross contributed CHF 13,263 to this operation through replenishing the DREF. The major donors to the DREF are the Irish, Italian, Netherlands and Norwegian governments and ECHO. Details of all donors can be found on <http://www.ifrc.org/what/disasters/responding/drs/tools/dref/donors.asp>.

On behalf of MRC, IFRC would like to thank all donors and partners for their generous support to this DREF.



A Maldivian Red Crescent Society volunteer giving out information about dengue, 8 July 2010. **Photo:** MRCS

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The situation

Maldives traditionally experiences increases in cases of dengue fever during the rainy season, with peaks in July and August. The situation this year has raised concerns when the incidence of dengue in May was already significantly high compared to cases in 2009 and 2010. Between June and July, the Centre for Community Health and Disease Control (CCHDC) recorded 678 cases with seven deaths – most of which were children.

The Government of Maldives launched a national response to control the outbreak, including eradication campaign with actions like fogging from June to early July, with a particular emphasis on construction sites.

Thereafter, the Ministry of Health relied on MRC to carry out prevention and advocacy activities throughout the country, particularly to the 190 island communities. Through the DREF operation, MRC conducted the following activities:

1. Dengue prevention and awareness campaign in 190 communities as well as 348 schools throughout the country.
2. Information, education and communication (IEC) dengue prevention and awareness campaign and school based awareness programme in all MRC branches and units.
3. Dengue prevention, mitigation activities and mosquito eradication in severely affected communities identified by CCHDC.



Maldivian Red Crescent Society volunteers pasting posters educating the public regarding dengue prevention. **Photo:** Ismail Ubaid/MRCS.

Red Cross and Red Crescent action

Achievements against outcomes

Community Mobilization
<p>Outcome: The incidence of dengue is reduced in the ten worst affected island communities and outbreaks are prevented in all others</p>
<p>Outputs and activities planned:</p> <ul style="list-style-type: none"> • Mobilisation of existing branches to work closely with Island Councils to ensure coordination of interventions. • Cooperation with the Ministry of Health in carrying out school awareness session. • Production and distribution of IEC materials highlighting dengue prevention. • Mobilizing volunteers to communicate messages regarding dengue and its prevention. • Conduct of clean up campaigns to destroy mosquito breeding sites. • Continuous monitoring and review by relevant headquarters/branch staff and volunteers.

In support to the national response to the dengue outbreak, the aim of the MRC dengue prevention campaign was to increase awareness of dengue, to support people to take the necessary precautions and to enable proactive actions towards eradicating mosquito breeding grounds.

Risk communication/disease prevention was conducted in the communities with the following actions:

- Conduct of dengue prevention sessions to people in communities with the help of leaflets, including expatriate population working in Maldives.
- Use of mass media (TV and radio) in the dissemination of prevention messages.
- Distribution of leaflets and display of posters in strategic locations.

Dissemination of prevention messages



A dengue poster educating the public on possible breeding grounds for mosquitoes and ways to eradicate the breeding sites.

and in selected island schools, a ready to use pack (with instructions) and leaflets were distributed to other island schools where the sessions were carried out by teachers or health workers within the community. A total of 53,033 leaflets were distributed across all the schools.

MRC received positive feedback from school managements, parents and the students on the information that was provided during their school sessions. Some parents also confirmed that the students had shown a behaviour change and also influenced other family members with the knowledge they received from the presentations (checking for possible mosquito breeding grounds and increase knowledge of how dengue is spread).

Island Cleanup Programmes

Island cleanup programmes were carried out in selected communities out of which nine were severely affected communities, five moderately affected communities (identified by CCHDC, Ministry of Health) and 12 communities which had MRC branches or units (refer to Annex 1 for Map). MRC provided financial support up to MVR 5,000 (approximately CHF 304) per community for the clean up campaigns. These communities first sent a budget to MRC for approval, and after the activities were carried out, MRC reimbursed the approved budget. The money covered purchase of materials used for the cleaning programme such as gloves, rakes, wheel burrows, brooms, bins etc. The budget proposals

All printed IEC materials totalling of 9,048 posters and 41,313 leaflets were dispatched to all 190 communities on 7 July, with the last few (hard to reach) communities reporting the receipt of the materials by mid-August. (By 31 July, 159 communities or 84 per cent have reported the receipt of the materials.) MRC also produced a ready-to-use dengue awareness presentation/video which was used within schools and communities to deliver the message. MRC has also printed and stored extra materials (posters, leaflets and presentation) for future use in all its existing branches and units for early impact within the communities in the coming years.

School Awareness Sessions

School sessions were carried out in all 348 schools across the country (both government and private schools), which targeted students from grades 4 to12 anticipating the onward transmission of messages to their family members. The dengue awareness messages included information on symptoms, supportive treatment and promoting good behaviour to prevent getting the disease (URL: <http://www.youtube.com/watch?v=Gk110m74d0Q>). A pool of 17 volunteers was trained to conduct the school awareness sessions, amongst which five volunteers committed to facilitate the sessions. The volunteers and staff facilitated a 15 minute presentation followed by a Q&A session on dengue symptoms, prevention and mitigation for the students in each school. In addition to the presentations made in schools in Male'



A Maldivian Red Crescent Society staff member delivering a session on dengue awareness at GDh Thinadhoo. **Photo:** Haifa Ahmed Imad/IFRC Maldives

received were from the severely and moderately affected communities which were identified by CCHDC and communities where MRC units/branches are located.

Mosquito breeding and outbreak mitigation activities conducted by MRC

Type	Name of the communities	Nature of the activities generally done
Severely-affected areas	AA. Thoddoo M. Veyvah B. Thulhaadhoo HA.Hoarafushi Th.Guraidhoo F. Nilandhoo Th. Kinbidhoo Hdh. Kulhudhuffushi	<ul style="list-style-type: none"> • Destruction of possible breeding sites within vacant houses, households, vegetation lands. • Mosquito eradication program at waste disposal sites and all the corners of the island. • Door-to-door information dissemination and putting up posters. • Check for the safety of stored drinking water by visiting each household.
Moderately-affected areas	HA. Utheemu B. Eydhafushi B. Hithaadhoo GA. Maamendhoo HA. Baarah	<ul style="list-style-type: none"> • Destruction of possible breeding sites within vacant houses, households, vegetation lands. • Mosquito eradication program at waste disposal sites and all the corners of the island. • Door-to-door information dissemination and putting up posters.
Areas with MRC Units/ Branches	Sh. Funadhoo F. Dharan'boodhoo HDh. Nolvivaram N. Manadhoo Lh. Olhuvelifushi M. Muli GA.Gemanafushi GDh. Vaadhoo Gn. Fuvahmulak North Unit Gn. Fuvahmulak South Unit S. Hulhumeedhoo S. Hithaadhoo	<ul style="list-style-type: none"> • MRC volunteers partnered with government stakeholders in fumigation activities done in the community. • Destruction of possible breeding sites within the household and vacant hoses. • Mosquito eradication program at waste disposal sites and all the corners of the island. • Door-to-door information dissemination and putting up posters. • Check for the safety of stored drinking water by visiting each house hold.

Awareness programme targeting expatriate working population

MRC also conducted a special campaign targeting the expatriate working population. Approximately 1/3 of the population of Male' comprises of expatriate. Most adult cases were reported from this group. Activities were specially targeted at people from India, Sri Lanka, Bangladesh and Nepal. Special leaflets were made in these languages with the assistance of sister National Societies, IFRC South Asia Regional Delegation, Asia Pacific Zone office and High Commissions and embassies present in the country. Volunteers of these nationalities were mobilized and trained in giving public awareness messages which took place on 7 July in the capital Male'. The leaflets were passed on to resorts and other industrial islands where dengue cases were increasing and to those who requested them.

Monitoring visits

Monitoring visits took place from 10 – 17 July. The communities visited include:

Atoll	Island Community
Haa Alif Atoll	Hoarafushi and Utheen
Gaaf Dhaal Atoll	Thinadhoo and Gadhoo
Laamu Atoll	Gan and Fonadhoo

Islands were selected based on where MRC branches/units were established as well as atolls where CCHDC had reported most dengue cases, namely Haa Alif, Haa Dhaal and Gaafu Dhaal.

What was mainly identified from the visits was that before MRC intervention the atoll and island councils had already started taking initiatives in cleaning the island by locating possible breeding sites (which mainly included abandoned water wells and property). The government had also initiated fogging in the islands (through the Maldives Defence Force). Discussions were held at various levels within the communities. The population very much appreciated the initiatives taken by MRC in all cases. The branches particularly welcomed the support and presence of headquarters representatives as this was their first experience of

such an activity it was also identified that the unsolved problem of everyday waste management has caused difficulties specially in creating more problems with possible new breeding sites during the rainy season.



Maldivian Red Crescent Society staff members on *Villa TV* giving out information regarding the dengue programmes they are conducting throughout the country. **Photo:** Haifa Ahmed Imad/ IFRC Maldives.

Dissemination via mass media

During the entire process of the operation MRC has gained a lot in both visibility and acceptance from all communities. From weekly press releases to free airtime on local TV (three shows of 30 minutes each on VTV and Raajje TV). These are clear positive signs that MRC is being well received from media on publishing MRC activities.

Working with government

MRC's active role in the entire dengue operation was well appreciated by the government hence enabling MRC to smoothly complete their work in the communities. The secretary general of MRC was also part of the National Task Force (during the dengue campaign), playing a lead role in advocacy for dengue and the role of MRC.

The table below shows how MRC received support from different partners (government and private):

Partner Organisation	Collaborated activities/ support received
Government of Maldives.	Assisted MRC in printing 20,000 leaflets out of which 14,740 were distributed to the islands and 5,260 were distributed to the schools in Male'.
Island and Atoll councils (local governance).	Delivery and dissemination of IEC materials to the community.
Ministry of Health and Family.	Timely, updated information on the dengue cases and the severely affected community information.
Ministry of Education.	School based awareness sessions and providing access to schools.
Ministry of Transport based at the Dengue Control Programme Centre.	Assisted MRC to deliver the IEC Materials to islands by providing transport free of charge.
Maldivian Air Taxi, MTCC ferry service and other local ferries and cargo boats.	Assisted MRC to deliver the IEC Materials to islands by providing transport free of charge.

Challenges and lessons learnt

Being the first DREF operation, MRC did face different challenges in the process. Although working relationship was already established with different partners and stakeholders, it was not enough to run an operation of this level. Where some schools and communities accepted the assistance from MRC, others had to be started from scratch or required formal instructions from Ministries which delayed the advocacy roles MRC was playing.

To capture the learning from the operation, MRC conducted an internal DREF Review Workshop on the Dengue Control Operation in the period 22 and 25 September. The review was conducted with the assistance of a facilitator from the IFRC South Asia Regional Delegation, focusing on the six result areas identified in the DREF operation.

Through the review, it was concluded that the operation has achieved the objectives of spreading the prevention messages, via direct sessions or IEC materials, to large number of communities across 190 islands in short period of time. Sessions were targeted to students which has good multiplying effect, whereas promotion via mass media reached even more people.

To further strengthen the operational capacity of MRC for future response, it was recommended the MRC to finalise its Standard Operation Procedure (SoP) in emergencies, including:

1. Roles of MRC headquarters, branches and units.

- 2. Communication and reporting channels.
- 3. Means/modes of delivery of IEC materials to different communities where operations require.

The importance of strengthening existing relationships with partners and stakeholders was also emphasized.



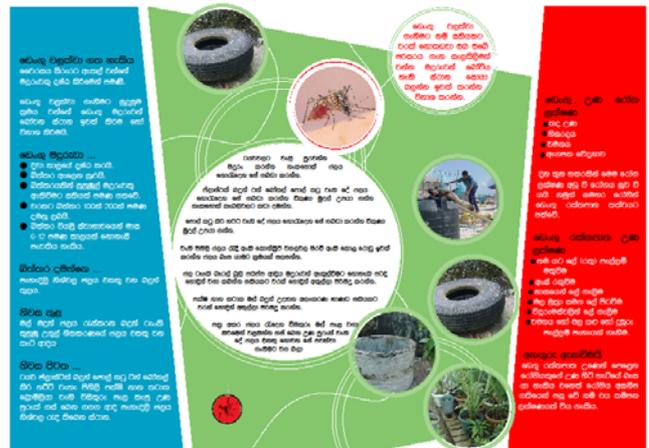
Aided by leaflets, a Maldivian Red Crescent Society volunteer disseminates dengue information to tourists in M.Muli. **Photo:** MRCS.



A Maldivian Red Crescent Society volunteer answering questions from a student regarding spread of dengue. **Photo:** MRCS



Distribution of dengue IEC materials to communities. **Photo:** MRCS.



Example of dengue leaflets distributed to expatriates working in Maldives.

How we work

All IFRC assistance seeks to adhere to the [Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations \(NGO's\) in Disaster Relief](#) and the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

The IFRC's vision is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by National Societies, with a view to preventing and alleviating human suffering, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

The IFRC's work is guided by [Strategy 2020](#) which puts forward three strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
2. Enable healthy and safe living.
3. Promote social inclusion and a culture of non-violence and peace.

Contact information

For further information specifically related to this operation please contact:

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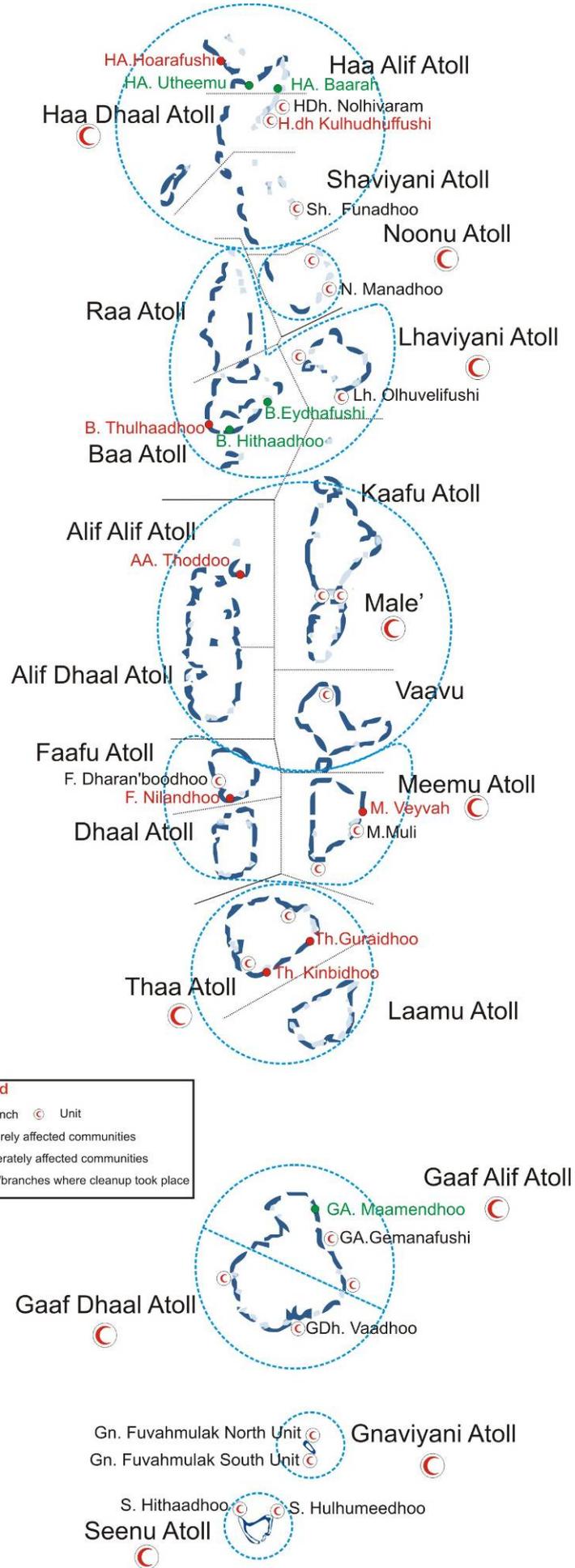
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Please send all funding pledges to zonerm.asiapacific@ifrc.org.

[<click here to return to the title page>](#)

Annex 1: Dengue Control Operation Map, Island Clean-up Campaigns between 1 Jul to 30 Sep 2011



Selected Parameters	
Reporting Timeframe	2011/7-2011/10
Budget Timeframe	2011/7-2011/9
Appeal	MDRMV001
Budget	APPEAL

All figures are in Swiss Francs (CHF)

I. Consolidated Funding

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL
A. Budget	42,600					42,600
B. Opening Balance	0					0
Income						
Other Income						
<i>DREF Allocations</i>	42,600					42,600
C4. Other Income	42,600					42,600
C. Total Income = SUM(C1..C4)	42,600					42,600
D. Total Funding = B + C	42,600					42,600
Appeal Coverage	100%					100%

II. Movement of Funds

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL
B. Opening Balance	0					0
C. Income	42,600					42,600
E. Expenditure	-42,438					-42,438
F. Closing Balance = (B + C + E)	162					162

III. Consolidated Expenditure vs. Budget

Account Groups	Budget	Expenditure					TOTAL	Variance
		Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination		
A		B					A - B	
BUDGET (C)	42,600					42,600		
Personnel								
National Society Staff	500	135				135	365	
Volunteers	3,000	576				576	2,424	
Total Personnel	3,500	711				711	2,789	
Workshops & Training								
Workshops & Training	2,000	6,161				6,161	-4,161	
Total Workshops & Training	2,000	6,161				6,161	-4,161	
General Expenditure								
Travel	9,500	3,685				3,685	5,815	
Information & Public Relations	25,000	28,229				28,229	-3,229	
Office Costs		862				862	-862	
Communications		16				16	-16	
Financial Charges		144				144	-144	
Other General Expenses		40				40	-40	
Total General Expenditure	34,500	32,976				32,976	1,524	
Indirect Costs								
Programme & Services Support Recov	2,600	2,590				2,590	10	
Total Indirect Costs	2,600	2,590				2,590	10	
TOTAL EXPENDITURE (D)	42,600	42,438				42,438	162	
VARIANCE (C - D)		162				162		